REPORT RESUMES

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TEACHER PARTICIPATION IN THE COMMUNITY, ROLE EXPECTATIONS AND BEHAVIOR.

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TO EXAMINE THE ROLE AND FUNCTIONS OF TEACHERS AS SOCIAL PARTICIPANTS WITHIN THE SCHOOL AND IN THE COMMUNITY, QUESTIONNAIRE SURVEY DATA WERE ANALYZED FROM A 62 PERCENT RESPONSE OF TEACHERS (508 OF 816 TOTAL) AND A 93 PERCENT RESPONSE OF NONTEACHERS (81 OF 87 TOTAL) IN THREE WESTERN OREGON COMMUNITIES. AS VIEWED BY TEACHERS, NORMATIVE EXPECTATIONS AND ACTUAL PRACTICES OF TEACHERS FOR 16 EDUCATIONAL ACTIVITIES (E.G., TEACHING ASSIGNMENTS, PLANNING SCHOOL PLANT EXPANSION, AND DEVELOPING SCHOOL BUDGETS) WERE INDICATED ON A CONTINUUM RANGING FROM APPROPRIATENESS OF FORMAL PARTICIPATION IN SPECIFIC DECISIONMAKING PROCESSES TO POLICY ESTABLISHMENT AND EXTENT OF PERSONAL INVOLVEMENT. ADDITIONAL MEASURES WERE DETERMINED FOR TEACHER PERCEPTION OF THEIR APPROPRIATE SOCIAL PARTICIPATION AND INFLUENCE AT THE COMMUNITY LEVEL. AS VIEWED BY NONTEACHERS, COMPARATIVE DATA DEFINING TEACHER ROLE NORMS WERE OBTAINED FROM PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS. GENERAL FINDINGS INDICATED THAT SOCIAL PARTICIPATION EXPERIENCES AND ASPIRATIONS WITH RESPECT TO EDUCATIONAL ACTIVITIES AND COMMUNITY LIFE ARE LIMITED FOR MOST TEACHERS IN THREE WAYS--(1) TEACHERS BELIEVE THEIR WIDE PARTICIPATION IN SUCH ACTIVITIES IS INAPPROPRIATE, (2) THEY HAVE NOT PARTICIPATED EXTENSIVELY IN THESE ACTIVITIES, AND (3) THEY DO NOT ASPIRE TOWARD A POWERFUL DECISIONMAKING ROLE EITHER IN EDUCATION OR IN COMMUNITY LIFE. FIFTY-NINE EMPIRICAL FINDINGS ARE APPENDED. THIS DOCUMENT IS ALSO AVAILABLE FROM THE PUBLICATIONS DEPARTMENT, CENTER FOR THE ADVANCED STUDY OF EDUCATIONAL ADMINISTRATION, HENDRICKS HALL, UNIVERSITY OF OREGON, EUGENE, OREGON 97403, FOR $2.00. (JK)

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TEACHER PARTICIPATION

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EA 000 837

Teacher
Participation
in the
Community

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Teacher Participation in the Community

Role Expectations and Behavior

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Keith Goldhammer
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THE CENTER FOR THE ADVANCED STUDY OF
EDUCATIONAL ADMINISTRATION

UNIVERSITY OF OREGON
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Foreword

Among its areas of concern, the Center for the Advanced Study of Educational Administration has given considerable emphasis to role behavior and expectations of professional personnel in the field of education. Publications by staff members on this general subject include Harmon Zeigler's *The Political World of the High School Teacher*, CASEA, 1966; Zeigler's *The Political Life of American Teachers*, Prentice-Hall, 1967; John M. Foskett's *The Normative World of the Elementary School Teacher*, CASEA, 1967; and Foskett's *The Normative World of the Elementary School Principal*, CASEA, forthcoming.

This monograph deals with the participation of teachers in educational activities and other types of community affairs, with emphasis on involvement in decision-making processes. Data are presented on conceptions of the types and levels of participation that are believed appropriate, and on the experiences teachers have had as social participants. Information on teacher participation was obtained from teachers themselves as well as from school administrators, school board members, and influential leaders in the community.

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Perspectives, Setting, and Research Design

Among the prominent issues in education today are those pertaining to the teacher's role and function as a social participant. What is the "proper" role of the teacher in the formulation of educational policies at the local community level? Should the teacher be an advisor on educational questions, or should he be a policy maker? Are there educational issues on which teachers should have final say, and others on which they should be heard little or not at all?

What about other kinds of community activities, such as governmental and economic affairs? Is it appropriate ("proper") for teachers to concern themselves with policy-making in such areas? Should the teacher be an active and full participant in community life, or should his role be restricted and circumscribed in some fashion or other?

It is noteworthy that the word "should" is sprinkled throughout these questions. "Shoulds" and "should nots" belong in the realms of ideological stances and normative prescriptions. There are no obvious "right" answers to these questions; how one answers them is determined primarily by his assumptions and the values to which he is committed.

It is possible to identify variant ideological positions bearing upon the teacher's participation in educational issues. In order to highlight ideological differences, let us contrast two extreme sets of views. The first, traditionally of most prominence in the United States, represents an ideology favoring local, lay control of the schools. Let us describe some of the tenets of this ideological stance.

Proponents of local, lay control contend that the schools exist to serve the needs of the people who support them; that it is up to the citizens to decide what their educational needs are and how they will be achieved; that laymen (that is, non-educators) are best qualified to make decisions affecting education because they represent a variety of perspectives, have "practical" experience in worldly matters, and can reach conclusions objectively because their occupational self-interests are not involved; and that, in short, the critical policy decisions in education should be made by laymen.

Thus, proponents of these views assign a passive role to the teacher in the policy formulation process. The teacher (as well as the administrator) is instrumental in carrying out policies formulated by laymen. At the same time, the teacher is assigned a role that is seen by laymen as sensitive, special, or even delicate. It is regarded as unseemly for the teacher to be embroiled in controversy. The teacher should be non-partisan and should not take a stand on educational issues, for he should represent all points of view and interests while offending none. Furthermore, it is believed that the teacher's concern for the problems of education and his personal career interests disqualify him as an objective observer of the educational scene. There is yet another strand in the web: the teacher is a public employee, and is further disqualified from participation in controversial affairs for that reason.

Underlying or accompanying such beliefs, it should be noted, are certain assumptions about the nature of education and educational decision-making. Of special interest to us at the moment is the assumption that no special expertise or professional competence is required in order to make educational decisions. Quite the contrary. It is assumed that having such expertise, at least in the form in which the teacher has it, is debilitating.

The values and attitudes associated with this ideological position have reflected local, lay control as it has been traditionally practiced in the United States. That is, the conception of the teacher's proper role in policy matters that we have described has prevailed in most times and places, although usually in diluted form. Laymen generally have assumed that the tenets of this ideological stance are reasonable and appropriate. It should surprise few readers to hear us say that teachers themselves have rarely challenged these tenets overtly. Indeed, even today, when many voices in education are pressing for greater authority and higher status for teachers, the ideology of local, lay control is almost never confronted head-on; instead, the case for greater power and a more important role in decision-making for teachers is usually made without reference to the effects of such changes on traditional patterns of control.

Nonetheless, there are currently impressive efforts being made to increase the power of the teacher and to improve his status. Most in the public eye at the moment is the trend toward teacher "militancy," symbolized most dramatically by teacher strikes and strike threats in some parts of the country. Also noteworthy is the collective negotiations movement now increasing rapidly in scope. Less attention-getting and spectacular, but of widespread and pervasive influence, is the professionalization movement, which has gained considerable momentum during the past decade. All of these developments have implications for the social participation of teachers. They reflect an ideological orientation quite different from that associated with local, lay control. All emphasize the necessity for greater teacher involvement in decisions about educational matters. Direct teacher participation in the formulation of educational policies is justified on the grounds of expertise; it is held that education in a complex society such as ours depends for its success upon expert judgments, and that the educator above all others has the knowledge to make the right decisions about the education of children.

This ideological position also rejects the assumption that the teacher's role requires detachment from social and political issues in the community. Rather, it is contended that the teacher not only has the right, in common with all citizens, to participate fully in public affairs, but has an obligation to do so by virtue of his education and knowledge. This obligation to participate fully, it is contended, applies to all areas of community life, but most of all to the educational arena. In this instance, the teacher is seen as having a special duty to participate fully because of professional expertise.

This perspective encourages active participation by teachers in educational affairs and other spheres of community life. Teachers for a number of years have been exhorted to drop their passivity and engage in significant community problems, particularly those in their own field of education. Despite this fact, a curious situation prevails that leaves largely unanswered such basic questions as the following:

1. What are the realities of teacher participation in decision-making in education? To what extent do teachers actually participate in educational affairs, particularly with regard to involvement in policy

formulation? That is to say, have the exhortations to participate by the professional leadership at national and state levels produced results at the local community level? Are teachers involved actively in decision-making and policy formulation in the communities in which they teach? To what extent do they participate in making what kinds of educational decisions? How does the individual teacher see his own participation and that of other teachers in his community?

2. What is the normative world like with regard to teacher participation in educational decision-making? What are the "shoulds" and "oughts" of participation as far as the teachers themselves are concerned? To what extent should teachers participate in what kinds of decisions in education?

3. What are the normative prescriptions with regard to participation in community affairs outside the field of education? To what extent should teachers participate in what kinds of community affairs?

4. How do the normative expectations teachers have for themselves compare with those that others have for teachers? To what extent are the "shoulds" and "oughts" of participation different as seen by teachers, school administrators, school board members, and influential leaders in the community? Are the expectations of these various people congruent or widely variant?

This monograph presents empirical data bearing upon these questions. Our aim is to illuminate the question of actual participation among teachers, as well as discover the views that teachers and other groups have concerning the proper role of the teacher as a social participant.

Research Setting and Design

The data to be presented in this report are drawn from a more comprehensive research project conducted during 1963 and 1964.[1] The larger project focused attention upon decision-making processes in three Oregon communities. While the major emphasis of the research was upon decision-making in educational affairs, data were also gathered on three other areas of community life—the economy, local government, and public recreation. Attention was focused upon the roles of individuals, groups, and organizations in the resolution of community problems and issues over a period of some six years. In each community, various types of nominations data were gathered on influential persons, groups, and organizations in each of the four activity areas which were being investigated—that is, public education, the economy, local government, and public recreation. In addition, 18 detailed case histories (six in each community) were prepared, dealing with all of the major problems and issues that had occurred in the following six categories: (1) industrial diversification; (2) downtown development and revitalization; (3) planning programs; (4) facilities and programs in public recreation; (5) the school curriculum; and (6) the expansion and development of educational facilities. The preparation of these detailed case histories made it possible to gain a broad view of the participation of individuals and interest groups in the decision-making processes in major areas of community life.

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[1] Roland J. Pellegrin and Keith Goldhammer, "Group Influences and Issues in Educational Decision-making at the Local Community Level," Research Project No. 5-0636, Bureau of Research, U.S. Office of Education.

In the context of the broad base of data gathered, we were interested in determining what role the teacher played in the affairs of the community. Accordingly, a sub-project was delineated which focused attention specifically upon the role of the teacher in education and other community affairs.

In the study of teacher participation, data were collected from the following populations: teachers, principals and assistant principals, superintendents and assistant superintendents, school board members, and those persons who were reputed to be the most influential persons in the communities (as determined in the larger study).

The data collection was conducted in two phases. In the first, questionnaires were sent to the entire population of teachers in each of the three communities. The questionnaire was designed to elicit responses that would give information about teacher participation, both as individuals and as members of organized groups. Major emphasis was given to determining the role that teachers played and thought they should play in educational decision-making. Data were also obtained, however, on participation in other areas of community affairs. These data provide detailed information concerning the respondent's participation in educational affairs both as an individual and as a group member, his views as to the influence exercised by teachers as individuals and as group members in decision-making processes in education and other community activities, the views of the individual concerning the types and extent of participation most "proper" or appropriate for teachers, and the kinds of community activities outside of education in which teachers would most like to participate.

In the second phase of data collection, questionnaires were sent to school principals and assistant principals in the three communities. These questionnaires were similar to the ones used with teachers; they sought to determine the extent to which principals perceive teachers as participating in educational and other affairs of the community, and the extent to which they perceive teachers as being influential. The few principals who did not return the questionnaire were later interviewed to gather the same data which were obtained from others by means of questionnaires. All school board members in the three communities, the superintendents and assistant superintendents, and generally influential individuals included in the study were interviewed in order to obtain their views on the extent and types of teacher social participation, as well as their opinions as to the appropriateness of various types of participation for teachers. These data make it possible to compare their views of teacher participation with those of the teachers themselves.

The three Oregon communities in which the study was conducted are located in the western part of the state. The smallest community, which we shall call Wood Village, had a population of some 4,000 persons in 1960. The community is located in an agricultural and lumbering area, and has a relatively stable population. The growth rate in the decade from 1950 to 1960 was 9 per cent. Wood Village is fairly homogeneous in occupational and social composition.

Riverview, the second community, is somewhat larger, having a population of about 12,000 in 1960. It has some diversity of economic and occupational structures, but is also primarily dependent upon agriculture and lumbering activities. Its rate of population growth was relatively rapid between 1950 and 1960, being 35 per cent. It is also a fairly homogeneous community.

Midville, the third community, is the largest of the three, having in 1960 a population of almost 25,000. Midville has considerably more economic, occupational, and organizational diversity than the other two communities. Again, lumbering and agricultural activities are important in the economy, but some diversification of industry and the development of extensive wholesale and retail trade facilities make the community less dependent upon lumbering and agriculture than are Riverview and Wood Village. The rate of population growth in Midville between 1950 and 1960 was 40 per cent, a rate of growth considerably higher than those of the other two communities.

The organization of public education is similar in all three communities. All have unified school districts, providing public school education in grades 1-12. The enrollment in the school districts is in each case drawn from the central community and outlying areas. Enrollment ranges from some 3,000 in Wood Village to about 6,000 in Riverview and over 8,600 in Midville.[2] There are 143 teachers in Wood Village, 290 in Riverview, and 383 in Midville. In this study questionnaires were distributed to all of the teachers in each school district. Replies were received from 72 per cent in Wood Village, 55 per cent in Riverview, and 64 per cent in Midville.

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[2] Figures cited are for the 1962-1963 school year.

2

The Social Participation of Teachers As Viewed by Teachers

This chapter presents data on teacher participation in decision-making processes as seen by teachers themselves. Central to our concern is the question of participation in decision-making in educational affairs. We shall also, however, look at the matter of teacher involvement in community affairs outside the educational arena.

In looking at educational affairs, we shall focus attention on the following questions:

1. What are the views of teachers concerning the appropriateness of participation in various types of educational decisions?

2. What are the perceptions teachers have of the actual form and extent of teacher participation in educational decision-making?

3. What do individual respondents tell us about the form and extent of their own participation in educational decisions?

Teachers in the three communities were asked to evaluate their roles with regard to 16 types of decision-making in educational affairs. Each of the 16 items refers to an issue requiring recurrent decision-making activity in each school district. The respondents were asked to indicate the extent to which teachers should be involved in making decisions with regard to each item. The respondents were asked to choose among the following responses: should not be involved, should be asked for advice, should serve on formal committees charged with making recommendations, and should be given authority to establish policy. Thus, the respondent could indicate whether or not he thought any participation was appropriate for each item, and if he thought some participation was appropriate, the form that it should take.

Normative and Behavioral Aspects of Participation in Educational Decisions

Normative Views—
The "shoulds" and "oughts" of participation

The 16 items to which teachers were asked to respond were:

Salary scheduling
Teaching assignments
Room assignments
Selection of new teachers
Determining daily schedules for the buildings in which they teach
Determining the schedule in the teacher's own room
Scheduling of supervisory duties, (playground, lunch, after school)
Assignment of children to the various classes, sections, or teachers
Determining method of instruction within the classroom
Planning school plant expansion
Planning proposed new buildings and additions
Determining means of financing school plant expansion
Organization and content of the curriculum
Curriculum planning and development
Selection of instructional supplies
Developing school budgets

As we should expect, there was variation in the responses of teachers with regard to which types of participation are considered appropriate. At the same time, there was a great deal of agreement concerning the types of participation considered most appropriate for teachers. This is evident when we look at the decision-making areas in which extensive teacher participation is viewed as being most appropriate.

In the case of 8 of the 16 items, the majority of teachers in at least one of the three communities thought that formal participation in decision-making was appropriate. By formal participation we mean that the respondents indicated that serving on formal committees charged with making recommendations or being given the authority to establish policy was the appropriate form of participation with regard to the item in question. These data are presented in Table 1, which lists all items chosen by a majority of the respondents in one or more communities. It will be seen that the great majority of teachers indicated that formal participation was appropriate with regard to the first six items listed. Consensus is far less for the last two items. For the seventh item, the scheduling of supervisory duties, a majority of respondents indicated that formal participation was appropriate in but two communities. The last item, teaching assignments, was viewed as meriting formal participation by the majority of respondents only in Riverview.

Table 1

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS CONSIDER FORMAL PARTICIPATION IN DECISION-MAKING BY TEACHERS TO BE APPROPRIATE

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Salary scheduling	99.2	97.2	92.2	97.1
Determining method of instruction within the classroom	94.7	97.9	95.0	95.7
Curriculum planning and development	92.6	95.8	95.1	94.1
Organization and content of curriculum	92.2	93.7	91.2	92.4
Determining schedule in the teacher's own room	82.2	90.0	90.1	86.1
Selection of instructional supplies	83.1	87.3	82.4	84.2
Scheduling of supervisory duties	57.0	64.5	45.1	56.7
Teaching assignments	42.5	54.4	38.4	45.1

It will be noted that agreement among teachers in the three communities is quite high; the pattern of responses is very similar in each community. The high consensus with regard to formal participation in these matters indicates a concern for the economic welfare of teachers, a desire to be involved in matters pertaining to the curriculum, and a preoccupation with those activities that occur within the teacher's own classroom. Thus most teachers agree that they should be formal participants in decisions pertaining to the teacher's immediate job conditions, duties, and prerogatives. It will be seen also that concern with formal participation revolves around matters internal to the school in which the teacher works. This is the case with all items except the first one listed.

While most teachers desire formal participation in decision-making concerning the eight items in question, they do not believe they should be given the authority to establish policy with regard to most of them. As Table 2 indicates, the majority of teachers believe that there are only two items of the 16 for which they should be given the authority to establish policy. These two items deal with the determination of the schedule and the method of instruction in the teacher's own classroom. In no other area do the majority of teachers believe that the teacher should be given the authority to establish policy. It will be noted that even with regard to these two items, consensus is not extraordinarily high. Otherwise stated, most teachers are apparently content as a rule with participating only to the extent of holding membership on formal committees. For all but the two items, the most that the majority of teachers desire is that they receive official recognition as committee members officially requested to make recommendations.

Table 2

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS CONSIDER AUTHORITY TO ESTABLISH POLICY AS BEING APPROPRIATE FOR TEACHERS

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining schedule in teacher's own room	64.9	78.6	85.2	73.1
Determining method of instruction within the classroom	60.9	69.4	76.0	66.5

Indeed, most teachers in all three communities indicate that they should not formally participate in a number of items concerning educational decision-making. Table 3 gives the percentage of teachers in each community who indicated that formal participation is not appropriate—that is, they indicated either that no involvement at all or merely giving informal advice provides teachers with sufficient participation. In the 10 items listed in Table 3, formal participation is regarded as inappropriate by the majority of teachers for all 10 in Wood Village, for nine in Midville, and eight in Riverview. It will be noted that the items in Table 3 represent broader concerns than those affecting only the individual classroom.

Table 3

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS CONSIDER FORMAL PARTICIPATION BY TEACHERS AS NOT APPROPRIATE

ITEMS	Percentage of Respondents Midville	Riverview	Wood Village	Totals
Selection of new teachers	88.8	85.4	92.0	88.5
Determining means of financing school plant expansion	74.6	87.3	86.1	80.8
Room assignments	75.7	67.4	82.7	74.7
Developing school budgets	61.5	72.7	76.5	67.9
Assignment of children	65.3	50.7	79.8	64.0
Planning school plant expansion	54.5	62.0	63.7	58.6
Planning proposed new buildings	55.0	62.9	60.4	58.4
Teaching assignments	57.5	45.6	61.6	54.9
Determining daily schedule for the buildings in which they teach	51.7	51.4	52.5	51.8
Scheduling of supervisory duties	43.0	35.5	54.9	43.3

A lack of involvement, even to the extent of giving informal advice, is considered as appropriate with regard to two items of the 16. These two items, as Table 4 shows, are those involving the determination of the daily schedule for the school building and determining the means of financing school plant expansion. In Midville, less than a majority of respondents indicated that they should not be involved at all in determining the means of financing school plant expansion.

In summary, teachers in all three communities indicate that they should be formally involved in matters concerning their own rooms, curriculum, selection of instructional supplies, and matters concerning salary. With regard to these matters, teachers favor formal participation by large majorities. It is only in matters regarding their own classrooms, however, that a majority of teachers indicate that they should be given authority to establish policy. On the other hand, teachers do not believe it appropriate for them to be formally involved in matters of finance, selection of personnel, assignment of children, teaching and room assignments, and scheduling. Determining means of financing school plant expansion and determining schedules for the buildings in which they teach are the only items in which a majority of teachers feel that they should not be involved at all.

Table 4

EDUCATIONAL ACTIVITIES IN WHICH NO TEACHER INVOLVEMENT IS SEEN AS APPROPRIATE BY TEACHERS

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining daily schedule for buildings in which they teach	60.7	54.9	65.0	59.9
Determining means of financing school plant expansion	45.8	65.5	60.4	54.7

Perceptions of Teacher Behavior—

Views of participation of other teachers

The normative expectations outlined above can be compared with the perceptions teachers have of the actual participation of their colleagues in educational decision-making. In order to discover the ways in which our respondents perceive the participation of other teachers, we asked them to indicate "the part teachers in your community, either individually or as a group, have had in making decisions in each of the following areas." The 16 activities discussed above were used to identify types of participation, and the extent of participation was measured by a choice among the following responses: have not been involved, have been asked for advice, have served on formally organized committees charged with making recommendations, and have been given authority to establish policy.

Table 5

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS ARE SEEN AS FORMAL PARTICIPANTS BY TEACHERS

ITEMS	Percentages of Respondents Midville	Riverview	Wood Village	Totals
Determining method of instruction within the classroom	83.0	86.3	83.4	84.3
Salary scheduling	83.9	68.1	85.3	79.5
Curriculum planning and development	78.2	74.3	75.5	76.5
Organization and content of the curriculum	79.0	71.3	73.1	75.6
Determining the schedule in the teacher's own room	60.3	74.5	82.6	69.0
Selection of instructional supplies	60.7	58.0	58.5	59.4

Table 5 indicates that the majority of respondents in each of the three communities indicated that teachers had had formal participation in six of the 16 decision-making areas. It will be noted immediately that these six items are the same ones that the respondents considered the most appropriate ones for teacher participation (see Table 1). Smaller percentages of respondents, however, indicated actual participation than stated that participation would be appropriate.

Formal participation in these six sets of decision-making activities is largely limited to participation on formal committees making recommendations. As is indicated in Table 6, the majority of teachers believe that teachers have been given the authority to establish policy only with regard to two items, determining the method of instruction within the classroom and determining the schedule in the teacher's own room. It will be recalled that these are the same two items that appeared in Table 2, in which data were presented on the areas in which teachers thought they should be given the authority to establish policy.

Table 6

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS SEE THEMSELVES AS HAVING AUTHORITY TO ESTABLISH POLICY

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining method of instruction within the classroom	56.5	64.8	70.8	61.9
Determining the schedule in the teacher's own room	47.6	65.0	77.2	58.7

The great majority of respondents in all three communities reported that teachers had not had formal participation in 10 of the 16 decision-making activities. The 10 items in Table 7 correspond to those in Table 3, where data were presented concerning activities which respondents perceived as inappropriate for formal participation. The

Table 7

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS DO NOT SEE THEMSELVES AS FORMAL PARTICIPANTS

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Selection of new teachers	98.2	98.6	97.7	98.2
Determining means of financing school plant expansion	94.0	98.7	97.7	96.1
Room assignments	94.6	87.5	96.7	92.9
Teaching assignments	89.3	81.3	97.8	88.6
Developing school budgets	82.4	88.8	88.9	85.7
Planning school plant expansion	80.6	91.9	81.6	84.2
Planning proposed new buildings and additions	77.4	88.1	78.2	80.8
Assignment of children	81.7	68.8	89.0	79.3
Scheduling of supervisory duties	83.8	67.4	81.5	78.4
Determining daily schedule for buildings in which they teach	80.8	74.5	75.3	77.8

level of consensus is far higher in Table 7 than in Table 3, however; considerably more respondents report that no formal participation has occurred than indicate they believe such participation is inappropriate.

In addition to believing that teachers do not formally participate with regard to a number of items of decision-making, respondents indicated that there were several items in which teachers had not been involved at all, even to the extent of being asked informally for advice. As Table 8 shows, the majority of respondents in Midville thought that teachers had not been involved at all with regard to three items; those in Riverview saw a lack of involvement with regard to five items; and those in Wood Village perceived a lack of involvement in seven items. Thus an absence of involvement in decision-making is perceived in more areas than are regarded as being ones in which no involvement is appropriate (see Table 4).

Table 8

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS SEE THEMSELVES AS NOT BEING INVOLVED

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining means of financing school plant expansion	81.5	92.0	86.2	85.6
Selection of new teachers	76.0	76.8	77.0	76.4
Developing school budgets	52.3	64.9	66.7	59.0
Planning school plant expansion	46.4	57.0	63.2	52.9
Planning proposed new buildings and additions	42.5	59.0	58.6	50.7
Room assignments	48.7	44.9	53.3	48.5
Assignment of children	29.3	24.6	56.0	33.2

The data on the perceptions of respondents concerning actual participation of teachers in educational decision-making in their communities show that participation is considered to exist in the same areas of activity in which the respondents indicated that participation was appropriate. In general, however, the level of perceived participation is lower than the level regarded as appropriate. That is, larger proportions of respondents indicated that participation in various activities is appropriate than indicated that teachers had actually participated in these types of activities.

The Record of Participation—

Reports of self-involvement

We now turn to reports by individual respondents on their own experiences in educational decision-making activities. Questions were posed about the personal involvement of the respondent in each of the 16 types of activities. The teacher was asked what he had personally done in making decisions in each of these 16 areas. Again, he was asked to choose responses ranging from no involvement to being given the authority to establish policy.

When we examine these reports on the actual experiences of individuals, we find that the majority of respondents have been formally involved in decision-making activities to a very limited extent. Table 9 reveals that personal participation on the part of a majority of teachers is limited to matters affecting the classroom and the curriculum. Only with regard to the determination of the method of instruction within the classroom and the determination of the schedule in the teacher's own room do we find a majority of teachers reporting formal participation in all three communities. In Midville and Riverview, respondents also report that they have participated formally in

Table 9

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS REPORT PERSONAL INVOLVEMENT AT A FORMAL LEVEL

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining method of instruction within the classroom	89.2	93.0	89.8	90.5
Determining the schedule in the teacher's own room	69.1	78.7	83.7	71.4
Curriculum planning and development	53.2	60.0	45.7	53.7
Organization and content of the curriculum	51.3	59.0	41.5	51.6

curriculum planning and development and in matters pertaining to the organization and content of the curriculum. With regard to these last two items, however, formal participation consists mainly of serving on committees and making recommendations. As Table 10 indicates, the respondents report being given the authority to establish policy only for two items, those referring to method of instruction and the schedule in the classroom. It is somewhat surprising, moreover, that larger proportions of respondents do not indicate that they have had complete autonomy with regard to these two matters.

Table 10

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS REPORT HAVING AUTHORITY TO ESTABLISH POLICY

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining method of instruction within the classroom	75.5	86.7	88.8	81.5
Determining the schedule in the teacher's own room	54.2	73.1	83.7	65.8

When respondents were asked to identify those decision-making areas in which they had not been involved at a formal level, a very high level of consensus was indicated for a number of items, as is seen in Table 11. Fourteen of the 16 items appear in this table. A majority of respondents indicate no formal participation for 12 of these activities in all three communities. The other two items were mentioned by a majority of respondents only in Wood Village. Obviously, in view of our discussion above of the activities for which teachers report that they have been given authority to establish policy, participation at a formal level means membership on committees that make recommendations. Since this is so, it is quite plain that whatever expertise teachers may have to offer with regard to these decision-making activities is not utilized to any appreciable extent in these communities.

In Table 12 data are presented concerning items in which the majority of respondents report no involvement at all. Of the 11 items listed, 10 are listed by the respondents in Midville, seven by those in Riverview, and nine by those in Wood Village. Most of these items

Table 11

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS REPORT NO PERSONAL INVOLVEMENT AT A FORMAL LEVEL

	Percentages of Respondents			
ITEMS	Midville	Riverview	Wood Village	Totals
Determining means of financing school plant expansion	97.9	99.3	97.9	98.3
Selection of new teachers	97.5	95.0	99.0	97.0
Developing school budgets	96.1	90.1	94.8	94.0
Teaching assignments	93.6	89.9	96.8	93.1
Planning school plant expansion	91.2	93.6	95.8	92.8
Planning proposed new buildings and additions	91.5	92.1	92.7	92.0
Room assignments	93.7	86.4	95.7	91.9
Assignment of children	83.1	74.0	93.7	82.5
Determining daily schedules for buildings in which they teach	87.1	77.3	77.1	82.1
Scheduling of supervisory duties	87.8	76.1	77.1	82.1
Salary scheduling	78.0	75.2	60.8	73.6
Selection of instructional supplies	57.1	53.5	57.6	56.1
Organization and content of the curriculum	48.8	41.0	58.5	48.4
Curriculum planning and development	46.8	40.0	54.3	46.3

refer to participation at the community or school levels, where, as we have seen, teachers do not regard involvement as particularly appropriate. This is not, however, true in all instances; salary scheduling, which is most frequently chosen as an appropriate area for teacher participation (see Table 1), appears as an area where the majority of respondents have not been consulted, even for the purpose of obtaining informal advice.

At this point in our analysis we are able to compare the "shoulds" of participation with perceptions of teacher participation and with the individual's report on his own participation in the 16 areas of decision-making. Such comparisons produce the following generalizations:

1. With regard to formal participation in decision-making activi-

ties, we note (see Table 1) that the majority of teachers in all three communities see six areas of decision-making as being appropriate for teacher involvement. The data in Table 5 reveal that respondents see teachers as having been formally involved in all six of these areas. Thus, perceptions of teacher involvement in decision-making do not differ markedly from conceptions of the extent of participation that is desirable or appropriate. When we turn to reports on individual experiences as social participants (Table 9), we discover that the majority of respondents report personal involvement in four of these six areas. Thus most respondents do not see serious discrepancies between the involvement of teachers and their conceptions of the extent to which involvement is appropriate. On the other hand, they report personal involvement that is considerably more restricted in scope.

Table 12

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS REPORT NO PERSONAL INVOLVEMENT

ITEMS	Percentages of Respondents Midville	 Riverview	 Wood Village	 Totals
Determining means of financing school plant expansion	96.2	97.9	93.8	96.2
Developing school budgets	78.5	80.1	88.5	81.0
Selection of new teachers	73.2	82.3	84.2	78.1
Planning school plant expansion	70.2	74.3	76.8	72.8
Planning proposed new buildings and additions	64.7	72.9	77.1	69.6
Room assignments	65.7	60.7	75.5	66.2
Salary scheduling	65.7	65.3	54.6	63.3
Teaching assignments	54.1	49.3	59.0	53.7
Determining daily schedule for the buildings in which they teach	53.0	48.2	37.5	48.4
Scheduling of supervisory duties	51.7	44.4	44.8	48.1
Assignment of children	35.4	28.2	65.3	39.2

2. Teachers regard it as appropriate for them to be given the authority to establish policy in only two of the 16 decision-making

areas (see Table 2). The majority report that teachers have been given the authority to establish policy with regard to these two matters (Table 6). Furthermore, reports of personal experience confirmed the fact that individuals believe they have been given the authority to establish policy in these two areas (Table 10). There are, therefore, no great discrepancies between the conceptions of what should be and perceptions of what exists; nor is there any discrepancy between the perceptions of the individual concerning the participation of other teachers and his own participation.

3. In Table 3, ten sets of activities are identified as inappropriate for formal participation by teachers. Eight of the 10 are listed in all three communities by a majority of the respondents. The same 10 activities are listed in Table 7, where teachers report on the areas where no formal participation has occurred. Again, we find no serious discrepancy between perceptions of what should be and perceptions of participation by teachers in general. When we turn to reports of personal involvement, however, we note that the individual reports formal participation even more restricted in scope. Table 11 shows that the majority of respondents reported a lack of personal involvement in 12 areas in Midville and Riverview and in 13 in Wood Village. Thus, personal involvement is seen as less than is considered desirable or is considered to prevail among teachers in general.

4. The majority of respondents indicated (Table 4) that there are only two areas in which teachers should not be at all involved in decision-making. As seen in Table 8, the majority of respondents perceive that teachers were not at all involved in three areas in Midville, five in Riverview, and seven in Wood Village. Thus, teachers are seen as being more excluded from decision-making than is appropriate. Reports of personal experience (Table 12) indicate a complete lack of involvement in considerably more areas—10 in Midville, seven in Riverview, and nine in Wood Village. Thus teachers are more completely excluded from participation in these areas they they believe appropriate.

Social Participation at the Community Level

Perceptions of Appropriate Community Participation

So far in this chapter we have looked at the ways in which teachers relate themselves to a variety of decision-making activities within the classroom, school, and school district. We now turn our attention to matters pertaining to social participation at the community level. Here we shall be concerned with the conceptions teachers hold concerning appropriate participation in certain community affairs, and with the areas of community activities which are regarded as most appropriate for teacher participation.

Respondents were asked to indicate what they considered to be appropriate action on the part of teachers concerning matters that frequently come before the electorate of the community. These matters include school budget elections, school bond elections, election of school board members, elections of city officials, city budget elections, city bond elections, annexation elections, zoning ordinances, and matters pertaining to the expansion of recreational facilities. For each of these, respondents were asked to indicate what they considered to be appropriate action on the part of teachers. The response categories ranged from merely exercising one's right to vote to rather complete participation—voting, making private recommendations to others as to how they should vote, taking a public stand on the issue, working actively and publicly in support of a candidate or issue, and seeking public office for oneself (when relevant to the item). The respondent could select an alternative anywhere from doing nothing more than voting to engaging in all the activities mentioned. When the respondent indicated that all relevant activities listed were appropriate for teachers in the case of a given item, such as school budget elections, we interpreted this choice to mean that the respondent favored full participation for teachers with regard to the matter in question.

There was very little consensus concerning appropriate action on the part of teachers for any of the matters under consideration. Relatively few respondents recommended full participation in any matter. Interestingly, full participation in educational matters was regarded as less appropriate than full participation in the others. In Midville, for example, 5.8 per cent of the respondents indicated that full participation was appropriate in school budget elections, 5.4 per cent regarded full participation as appropriate in school bond elections, and 8.7 per cent regarded full participation in the election of school board members as appropriate for teachers. In contrast, in the same community about five times as many respondents (34.6 per cent) considered full participation appropriate in matters pertaining to the expansion of recreational facilities. Corresponding figures were 27.8 per cent for the election of city officials, 17.2 per cent for city budget elections, and 16.4 per cent for city bond elections.[1] While somewhat larger proportions of respondents in Riverview and Wood Village regarded full participation by teachers in educational matters as appropriate, the same general patterns of responses also prevailed in these communities. That is, far higher proportions of the teachers considered full participation appropriate in the case of recreation, election of city officials, budget elections, and bond elections.

These data lead to certain basic conclusions. First, we should note that full participation in community activities, considered to be both a right and a duty by people in most walks of life, is not regarded as appropriate in *any* area of community activity by a majority of the respondents. Second, this view of full participation as being inappropriate for teachers applies to the greatest extent in the case of educational matters. It is in their own area of professional concern that teachers are most reluctant to advocate full participation in the community. The community activity in which full participation is most frequently advocated, recreational facilities, is likely to involve little partisan political activity or value conflicts.

This affinity of teachers for full participation in recreational activities is demonstrated by other data collected during the course of the project. It will be recalled that in the larger study, of which the analysis of teacher participation is a segment, data were gathered concerning decision-making processes in the local economy, government, and public recreation. Teachers were questioned concerning the extent to which they desired to participate in these areas of activity. When asked in which of these areas of community affairs they would most like to participate personally, the vast majority of respondents chose recreation. Only a small minority indicated an interest in participation in economic affairs, with slightly larger proportions expressing an interest in being involved in local governmental affairs. When asked which of these areas the respondents regarded as most appropriate for teachers generally to participate in, the same pattern of answers resulted.

Perceptions of Influence

Respondents were asked to assess the influence of teachers, both as individuals and as members of groups, in decisions made in their communities both in the field of education and in "general community decisions." Data on the responses are presented in Table 13. In all three communities a fairly influential role was seen for teachers in educational decisions, although the majority of respondents saw teachers as having "some" influence rather than "very much." A few more respondents in the three communities attributed influence to teachers collectively than to teachers as individuals. This belief is

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[1] These data for teachers are presented in more detailed form in Chapter 3 where responses of administrators, school board members, and community influentials to the same questions are analyzed.

Table 13

TEACHER PERCEPTIONS OF TEACHER INFLUENCE IN EDUCATION AND THE COMMUNITY

	Amount of Influence			
ITEMS	Very Much	Some	Very Little	Not at All
As individuals, teachers in my community influence decisions made in education				
Midville	27.0	57.4	13.9	1.7
Riverview	21.8	61.3	15.5	1.4
Wood Village	23.4	52.1	22.4	2.1
As a group, teachers in my community influence decisions made in education				
Midville	37.7	51.9	9.6	0.8
Riverview	27.5	52.1	19.7	0.7
Wood Village	31.2	57.0	8.6	3.2
As individuals, teachers in my community influence general community decisions				
Midville	3.4	51.0	43.0	2.6
Riverview	3.6	41.0	50.4	5.0
Wood Village	5.4	35.5	53.7	5.4
As a group, teachers in my community influence general community decisions				
Midville	3.8	50.4	39.9	5.9
Riverview	4.3	37.9	51.4	6.4
Wood Village	6.4	35.5	49.5	8.6

consistent with others reported in this chapter; respondents tend to attribute more influence to teachers "in general" than they do to individual teachers. The basis for this belief is unknown.

A far less influential role is seen for teachers in "general community decisions" than in education. Very small proportions of respondents in any of the communities attributed "very much" influence to teachers. In three out of six responses concerning general community decisions, the majority of respondents chose the "very little" category in response to the questions. The tendency to attribute more influence to teachers collectively than to teachers individually does not appear with regard to general community decisions. In this case, no more influence is attributed to teachers as a group than to teachers as individuals. In no case, obviously, is the amount of influence seen as being remarkable.

When teachers respond that they view themselves as having some influence in educational affairs, what is the nature of this influence? Ordinarily the term "influence" refers to impact upon decision-making processes, particularly with regard to policy formulation. To what extent are teachers actively involved in educational decisions at such levels?

In the larger study, data were collected on the "power structure" of each community. The power structure in the field of education and in the other areas of community activities studied was identified through the collection of nominations data and the analysis of issues in each community. In not a single case was a teacher discovered to rank among the most influential people in education in the community. At the levels in the power structure where policy formulation occurs, no teachers are found. Rather, positions at these levels are monopolized by individuals in the top administrative positions of the educational system, present and former members of the school board, and other persons who earn their livelihoods outside of the field of education.

Teachers themselves recognize that this state of affairs exists. When teachers were asked to report their perceptions of the power structure in education, not a single teacher was mentioned in two of the communities, and only one teacher received any nominations in the third. We conclude from these data that whatever influence teachers attribute to themselves in education is primarily of an advisory nature. It is likely that the teachers view their impact upon decision-making in education largely in terms of the extent to which they can influence the decisions of others, particularly their administrative superiors.

The slight influence teachers attribute to themselves in "general community decisions" is also realistic. The power structures in areas of community activities outside of education do not include teachers at higher levels. This pattern prevails in all three communities.

Teacher Characteristics and Variations in Responses

So far in this analysis we have dealt with gross data, and have not differentiated among responses in terms of teacher characteristics. In this section, we are concerned with similarities and differences of responses when the data are categorized in terms of certain key variables—sex, years of teaching experience, and teaching level of respondents.

In Table 14, which provides figures for the three communities combined, data are given on what teachers consider to be appropriate participation for themselves in three types of educational matters at the community level. Respondents could select choices calling for "voting only" (which we designate as minimal participation in

Table 14

TEACHER VIEWS OF APPROPRIATE ACTION IN
SCHOOL-RELATED COMMUNITY AFFAIRS,
BY SEX OF RESPONDENTS

ITEMS	Percentages of Respondents Favoring Minimal Participation	Maximum Participation
School Budget Elections		
Male	6.9	7.9
Female	14.8	7.6
School Bond Elections		
Male	5.4	7.4
Female	14.8	6.9
Election of School Board Members		
Male	17.2	7.9
Female	18.4	10.5

Table 14) to increased involvement in the form of making private recommendations to others, taking a public stand, working for a candidate or issue, or doing all of these and (when applicable) seeking a public office oneself (which we designate as maximum participation in Table 14).

The literature on social participation leads us to expect males to be much more in favor of full participation than are females. The figures in Table 14 do not substantiate such a conclusion. While proportionately more men than women indicate maximum participation to be appropriate for teachers in school budget elections and school bond elections, the differences are not remarkable. Furthermore, the reverse relationship holds for the election of school board members.

On the other hand, a consistent and important difference between

Table 15

TEACHER VIEWS OF APPROPRIATE ACTION IN COMMUNITY AFFAIRS OUTSIDE THE FIELD OF EDUCATION, BY SEX OF RESPONDENTS

	Percentages of Respondents Favoring	
ITEMS	Minimal Participation	Maximum Participation
Elections of City Officials		
Male	15.8	27.6
Female	21.5	20.7
City Budget Elections		
Male	15.8	17.2
Female	22.2	15.3
City Bond Elections		
Male	15.8	17.2
Female	22.0	15.4
Annexation Elections		
Male	10.9	18.8
Female	23.9	15.8
Zoning Ordinances		
Male	15.3	20.2
Female	24.0	20.7
Expansion of Recreational Facilities		
Male	3.4	34.0
Female	6.9	27.6

sexes does appear when we look at the percentages of teachers choosing minimum participation as the appropriate behavior in these matters. For the first two items, much larger proportions of women than men indicate that appropriate action calls for nothing more than voting. It is at this end of the participation scale that a significant difference between the sexes is found.

Table 15 presents similar data concerning teacher views of appropriate behavior for community matters in areas other than education. A comparison of this table with Table 14 shows that a phenomenon previously noted holds for both sexes—namely, proportionately more respondents favor full participation for teachers in matters not pertaining to education than in education itself. This is true for all matters listed, but especially notable in the case of recreation.

Except for the case of zoning ordinances, proportionately more men than women favor maximum participation. As with educational matters, these differences are not large. Again, however, we find significantly larger proportions of women being content with minimum participation.

How years of teaching experience affect responses regarding educational matters is shown in Table 16. A very consistent pattern emerges. Full participation is favored by fewer of those with the least teaching experience and the most teaching experience. Not a single respondent in his first year of teaching in any community favored full participation. Whether this fact is attributable to insecurities faced by teachers just beginning their careers or to other causes is a

Table 16

TEACHER VIEWS OF APPROPRIATE ACTION IN SCHOOL-RELATED COMMUNITY AFFAIRS, BY YEARS OF TEACHING EXPERIENCE OF RESPONDENTS

ITEMS	Percentages of Responses Favoring Full Participation, by Years of Teaching Experience				
	Less than 1 year	1-3 years	4-9 years	10-19 years	20 years and over
School Budget Elections	0.0	10.1	10.4	8.9	4.1
School Bond Elections	0.0	8.7	9.6	8.9	3.3
Election of School Board Members	0.0	11.6	14.1	10.4	3.3

moot point. In any case, new teachers do not emerge from their teacher training imbued with enthusiasm for participation in the educational affairs of their community. Few teachers with 20 years or more of experience are in favor of full participation. Apparently long experience as a teacher tends to produce a restricted conception of one's role in educational questions.

The pattern of responses for groups with differing years of experience is clear and consistent for the three items. The beginning teacher sees limited participation as the norm. His view changes as the years pass, with the largest proportions being in favor of full participation in the four to nine year category. The proportions then begin dropping, attaining a very low level in the 20 years and over category.

The same patterns prevail with regard to non-educational issues, as is demonstrated in Table 17. Full participation is favored least by new teachers and those with 20 years or more of experience. For every item, the proportions favoring full participation rise to the highest point among teachers with four to nine years of experience, and fall as more years of experience are added.

Table 17

TEACHER VIEWS OF APPROPRIATE ACTION IN COMMUNITY AFFAIRS OUTSIDE THE FIELD OF EDUCATION, BY YEARS OF TEACHING EXPERIENCE OF RESPONDENTS

	Percentages of Responses Favoring Full Participation, by Years of Teaching Experience				
ITEMS	Less than 1 year	1-3 years	4-9 years	10-19 years	20 years and over
Elections of City Officials	5.3	20.3	29.9	28.1	15.8
City Budget Elections	11.1	17.6	23.0	16.3	8.3
City Bond Elections	11.8	19.1	22.2	16.3	8.3
Annexation Elections	5.9	18.8	24.2	17.8	9.2
Zoning Ordinances	11.8	23.2	23.9	20.7	16.1
Expansion of Recreational Facilities	21.1	29.0	36.3	32.6	23.5

In other tabulations, data were prepared on the relationship between years of teaching in one's present community and views of appropriate action concerning the educational and other matters we have been discussing. The data take on patterns almost precisely the same as those dealing with years of teaching experience—that is, full participation is advocated by more respondents in matters dealing with non-educational issues; full participation is favored by proportionately fewest respondents with less than one or more than 20 years in the community; and full participation is advocated most frequently among persons with four to nine years of tenure in the community.

Table 18 gives data in terms of the teaching level of respondents. Undoubtedly, most persons would guess that maximum participation would be advocated to the greatest extent by high school teachers, and to the least extent by elementary teachers. The data do not support such conclusions. For two of the three items, maximum participation is advocated by larger proportions of junior high teachers. For one of the three items, the elementary teachers rank second. Note, however, that larger proportions of elementary teachers consistently favor minimum participation, as we might anticipate because of female dominance in elementary teaching positions.

Table 18

TEACHER VIEWS OF APPROPRIATE ACTION IN SCHOOL-RELATED COMMUNITY AFFAIRS, BY TEACHING LEVEL OF RESPONDENTS

	Percentages of Respondents Favoring	
ITEMS	Minimal Participation	Maximum Participation
School Budget Elections		
Elementary	16.7	7.6
Junior High	6.4	10.0
High School	5.8	6.6
School Bond Elections		
Elementary	16.4	7.2
Junior High	4.5	9.1
High School	5.7	5.7
Elections of School Board Members		
Elementary	18.4	9.2
Junior High	18.2	8.2
High School	17.2	10.7

Similar data for non-educational issues are presented in Table 19.

Table 19

TEACHER VIEWS OF APPROPRIATE ACTION IN COMMUNITY AFFAIRS OUTSIDE THE FIELD OF EDUCATION, BY TEACHING LEVEL OF RESPONDENTS

	Percentages of Respondents Favoring	
ITEMS	Minimal Participation	Maximum Participation
Election of City Officials		
Elementary	23.0	19.4
Junior High	17.3	29.1
High School	13.1	27.0
City Budget Elections		
Elementary	24.2	13.3
Junior High	13.8	21.1
High School	15.4	17.1
City Bond Elections		
Elementary	23.9	13.4
Junior High	14.8	19.4
High School	14.6	18.7
Annexation Elections		
Elementary	23.2	15.0
Junior High	13.0	21.3
High School	13.9	17.2
Zoning Ordinances		
Elementary	25.2	17.9
Junior High	15.7	27.8
High School	13.9	18.9
Expansion of Recreational Facilities		
Elementary	6.8	26.1
Junior High	5.5	38.5
High School	2.5	31.1

Here larger proportions of junior high teachers favor maximum participation in the case of every one of the six items. In each case the high school teachers occupy an intermediate position, with the elementary respondents being least in favor of maximum participation. Again, the elementary teachers lead in the minimal participation category.

In this chapter we have presented basic data with regard to teacher participation in educational activities and other areas of community life. Particularly with regard to educational activities, we have stressed the teacher's conception of areas in which participation should occur, areas in which teacher participation is seen as having occurred, and areas in which the individual respondent reports that he has himself participated. We have also indicated how responses vary according to key teacher characteristics. In the next chapter we turn our attention to the views of other persons concerning the teacher's social participation.

3

The Social Participation of Teachers As Viewed by Others

How is the social participation of teachers viewed by others, particularly those who hold positions high in authority and power in education and elsewhere in the community? This chapter presents the views of several categories of persons: principals and assistant principals (hereafter called principals), superintendents and assistant superintendents (hereafter called superintendents), school board members, and six persons in each community who are reputed to be among the 10 most influential persons in community affairs, as determined in the larger study.

In each of the three communities, data were gathered from these populations concerning their conceptions of appropriate teacher participation and the actual participation experiences of teachers. By means of questionnaires and interviews, data were obtained that are quite similar to those received from the teachers. We can therefore present our findings in such a way as to facilitate comparisons of data from the various categories of respondents.

The order of presentation in this chapter closely follows that of Chapter 2. We shall first look at the participation of teachers in educational decisions, looking initially at the normative views of the respondents and then at their perceptions of the extent to which teachers in their communities have actually participated in various decision-making activities. The same 16 items will be used as in the previous chapter. We shall then look at how respondents view teacher participation at the community level.

Table 20

NUMBERS OF RESPONDENTS AND RATES OF RETURN IN THE THREE COMMUNITIES

RESPONDENTS	N	Responses	Per Cent Return
Principals			
Midville	20	18	90.0
Riverview	15	14	93.3
Wood Village	7	7	100.0
Superintendents			
Midville	3	3	100.0
Riverview	3	3	100.0
Wood Village	2	2	100.0
School Board Members			
Midville	5	5	100.0
Riverview	7	6	85.7
Wood Village	7	5	71.4
Influentials			
Midville	6	6	100.0
Riverview	6	6	100.0
Wood Village	6	6	100.0
	[illegible]	81	

Table 20 gives information on the various respondent groups. In the case of principals, superintendents, and school board members, data were sought from all such persons in the communities. It is to be noted that the proportions of responses from all categories are quite high.

Views of Teacher Participation in Educational Decisions

Normative Perspectives on Participation

Data on the "shoulds" and "oughts" of teacher participation as seen by the various categories of respondents are presented in Table 21. It will be recalled that "formal participation" means either

Table 21

EDUCATIONAL ACTIVITIES IN WHICH FORMAL PARTICIPATION IN DECISION-MAKING BY TEACHERS IS SEEN AS APPROPRIATE BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Salary scheduling	100.0	100.0	100.0	100.0	66.7	100.0	100.0	16.7	80.0	50.0	25.0	50.0
Organization and content of curriculum	94.4	100.0	100.0	100.0	100.0	100.0	60.0	40.0	80.0	66.7	40.0	50.0
Curriculum planning and development	88.9	100.0	100.0	100.0	100.0	100.0	80.0	83.3	60.0	66.7	80.0	50.0
Determining method of instruction within the classroom	83.3	92.9	100.0	100.0	100.0	100.0	80.0	83.3	80.0	66.7	60.0	50.0
Selection of instructional supplies	72.2	85.7	85.7	100.0	66.7	50.0	40.0	50.0	60.0	33.3	80.0	66.7
Determining schedule in teacher's own room	61.1	85.7	100.0	33.3	100.0	100.0	40.0	83.3	100.0	66.7	75.0	66.7
Planning proposed new buildings and additions	55.6	50.0	57.1	66.7	33.3	100.0	40.0	16.7	20.0	33.3	40.0	66.7
Scheduling of supervisory duties	44.4	78.6	28.6	33.3	66.7	50.0	20.0	66.7	40.0	50.0	75.0	33.3
Teaching assignments	0.0	21.4	14.3	0.0	0.0	0.0	20.0	66.7	60.0	33.3	50.0	33.3
Determining schedule for building in which they teach	27.8	71.4	0.0	33.3	33.3	0.0	40.0	33.3	40.0	0.0	0.0	33.3
Room assignments	0.0	0.0	14.3	0.0	0.0	0.0	0.0	0.0	20.0	0.0	25.0	50.0

that teachers "should serve on formal committees charged with making recommendations" or "should be given authority to establish policy." Table 21 lists 11 items of educational decision-making; the proportion of respondents in each category who indicated that formal participation was appropriate is given for each item. An item was included in the table if 50 per cent or more of the respondents in any category in any community indicated that formal participation was the appropriate form of behavior for teachers. The table, therefore, must be examined carefully, lest the impression be gained that respondents are more favorable to formal participation than is actually the case. Indeed, in the case of only two items—curriculum planning and development, and determining the method of instruction within the classroom—is there agreement by 50 per cent or more of the respondents in all categories in all three communities that formal participation is the appropriate action for teachers. Only for the first five items listed is there substantial consensus that formal participation is appropriate.

An examination of Table 21 shows that larger proportions of principals and superintendents than of school board members and community influentials are in favor of formal participation by teachers. Furthermore, agreement among principals and superintendents concerning a given item is generally high from one community to another. There is considerably more variation in the opinions of school board members and community influentials.

As in the case of the teachers themselves (see Table 1), these respondents consider those types of teacher participation to be appropriate which affect the teacher's economic welfare, the curriculum, and the activities of the individual classroom. As with teachers, participation is deemed appropriate when it deals with job conditions, duties, and prerogatives, and with matters internal to the classroom.

School board members and community influentials see appropriate action for teachers as more limited than do teachers. Conversely, principals and superintendents have at least as permissive an attitude toward teacher participation as teachers themselves do, as a comparison of Tables 1 and 21 reveals clearly.

Interestingly, however, support for teacher participation drops off sharply when traditional "rights" and "prerogatives" of administrators and school board members are involved. Note, for example, the almost total lack of enthusiasm shown by principals and superintendents for teacher participation in decisions about teaching assignments. On the other hand, to cite some of the other items not appearing in Table 21, school board members were almost unanimous in opposing teacher participation in the development of school budgets. Not a single school board member in any community saw formal participation as appropriate in the consideration of means of financing school plant expansion. Only one school board member saw the selection of new teachers as a rightful concern of teachers. All superintendents and all but two principals and three community influentials thought it inappropriate for teachers to participate formally in selecting new teachers. We conclude from these data that these concerns are viewed as the responsibilities and prerogatives of others than the teachers themselves.

There is relatively little disposition among our respondents to see teachers given policy-making prerogatives. Table 22 presents two of the 16 items referring to matters for which the majorities of respondents in some categories thought teachers should have the authority to establish policy. These are the same two items mentioned by the majorities of teachers (see Table 2). In general, we can say that the most sentiment for giving teachers policy-making authority occurs in the case of the two items also chosen by the teachers themselves. Smaller percentages of these respondents than teachers saw policy-making authority as proper, however. The exception to this generalization occurs in Wood Village, where teachers apparently already have considerable policy-making authority in these matters (see Table 25 below).

Table 23 provides data concerning items in which complete non-involvement by teachers, even to the extent of being asked informally for advice, is considered appropriate. Again we have listed all items chosen by at least 50 per cent of the respondents in any category in any of the three communities. Note that for no item do we find a majority of respondents in all categories; thus there is considerable variation in opinion. The last four items listed have few majorities of respondents choosing them, and all of these respondents belong to the most conservative of the populations studied—the school board members and community influentials. It will be observed that larger proportions of school board members and influentials also favor no involvement of teachers for the first four items listed.

In Table 4 it was shown that a majority of teachers in all three communities favored no involvement of teachers in the case of one item, determining the daily schedule for the buildings in which they

Table 22

EDUCATIONAL ACTIVITIES IN WHICH AUTHORITY TO ESTABLISH POLICY IS SEEN AS APPROPRIATE FOR TEACHERS BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Determining the schedule in the teacher's own room	38.9	50.0	85.2	0.0	0.0	85.7	20.0	33.3	100.0	33.3	50.0	100.0
Determining method of instruction within the classroom	27.8	35.7	85.7	33.3	33.3	100.0	0.0	16.7	0.0	33.3	20.0	33.3

Table 23

EDUCATIONAL ACTIVITIES IN WHICH NO INVOLVEMENT BY TEACHERS IS SEEN AS APPROPRIATE BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Determining means of financing school plant expansion	38.9	50.0	14.3	66.7	100.0	0.0	80.0	100.0	80.0	83.3	100.0	66.7
Selection of new teachers	66.7	50.0	71.4	66.7	66.7	0.0	100.0	100.0	80.0	66.7	60.0	50.0
Developing school budgets	11.1	35.7	0.0	0.0	33.3	0.0	80.0	50.0	60.0	50.0	20.0	50.0
Room assignments	38.9	14.3	71.4	33.3	66.7	50.0	40.0	33.3	20.0	50.0	25.0	16.7
Assignment of children to classes, sections, teachers	33.3	7.1	28.6	0.0	33.3	0.0	60.0	0.0	20.0	33.3	20.0	50.0
Determining method of instruction within the classroom	5.6	7.1	0.0	0.0	0.0	0.0	0.0	16.7	0.0	0.0	20.0	50.0
Salary scheduling	0.0	0.0	0.0	0.0	0.0	0.0	0.0	16.7	20.0	0.0	50.0	33.3
Determining daily schedule for buildings in which they teach	11.1	0.0	42.9	0.0	33.3	0.0	20.0	16.7	0.0	50.0	20.0	33.3

teach. Majorities of teachers in two of the three communities also chose a second item, determining the means of financing school plant expansion. Thus the list of items in which no involvement is seen as proper is longer for principals, superintendents, school board members, and influentials. Furthermore, the agreement on items varies. For example, Table 4 indicates that determining the daily schedule for the buildings in which they teach is an item seen as inappropriate by most teachers, whereas this is an activity which the great majority of nearly all other respondents see as a proper concern of teachers. The other item for which teachers saw no involvement as appropriate, determining the means of financing plant expansion, also ranks high among the items for which the respondents in Table 23 saw no involvement as appropriate. Substantial proportions of these respondents in all four categories do not see teachers as having any role whatever in selecting new teachers. There is also little sentiment, especially among principals and superintendents, for giving teachers a part in developing school budgets.

Perceptions of Teacher Participation

The normative views discussed above are now to be compared with the perceptions respondents have of the participation record of teachers in their communities. Here we are concerned with what the principals, superintendents, school board members, and community influentials see as the educational activities in which teachers have participated most and least. The 16 items were again used, and respondents were asked to indicate in which ones teachers have not been at all involved, have been asked for advice, have served on formally organized committees charged with making recommendations, and have been given authority to establish policy.

In Table 24 are listed 11 items of the 16. For each of the 11, at least 50 per cent of the respondents in one or more columns considered that teachers in their community had been formal participants (formal participation means serving on formally organized committees charged with making recommendations, or having authority to establish policy). Consensus is largely limited to the first few items listed. The first six items are the same as those listed by majorities of teacher respondents (see Table 5). Most of the remaining five items are included in the list because majorities of superintendents see teachers as formal participants. Interestingly, superintendents view teachers as having been more involved as formal participants

Table 24

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS ARE SEEN AS FORMAL PARTICIPANTS BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Salary scheduling	94.4	85.7	85.7	100.0	66.7	100.0	100.0	60.0	60.0	50.0	50.0	75.0
Organization and content of curriculum	88.9	92.9	100.0	66.7	100.0	100.0	80.0	100.0	60.0	16.7	50.0	25.0
Curriculum planning and development	94.4	100.0	100.0	66.7	100.0	100.0	80.0	40.0	40.0	16.7	50.0	25.0
Determining method of instruction within the classroom	66.7	85.7	100.0	66.7	100.0	100.0	80.0	80.0	40.0	50.0	33.3	50.0
Determining the schedule in the teacher's own room	44.4	71.4	100.0	100.0	100.0	100.0	40.0	50.0	80.0	66.7	50.0	100.0
Selection of instructional supplies	55.6	71.4	71.4	100.0	66.7	100.0	60.0	40.0	40.0	0.0	25.0	25.0
Scheduling of supervisory duties	11.1	64.3	14.3	33.3	66.7	100.0	0.0	25.0	20.0	16.7	75.0	0.0
Assignment of children to classes, sections, and teachers	5.6	35.7	0.0	66.7	66.7	0.0	0.0	25.0	20.0	0.0	0.0	20.0
Planning school plant expansion	38.9	21.4	42.9	0.0	33.3	100.0	60.0	20.0	0.0	16.7	0.0	0.0
Planning proposed new buildings and additions	44.4	21.4	42.9	33.3	0.0	100.0	60.0	20.0	20.0	33.3	0.0	0.0
Determining daily schedule for buildings in which they teach	27.8	64.3	0.0	33.3	33.3	0.0	0.0	25.0	20.0	16.7	25.0	25.0

than do teachers themselves. This is not true of principals, who deal directly with teachers in the school setting. To put it in another way, the perceptions of teachers and principals are quite similar. School board members and community influentials, on the other hand, see less formal participation for teachers; this is particularly true for the influentials.

It should also be emphasized that the items listed in this table correspond closely to those in Table 21, in which data are presented on appropriate action of teachers as seen by principals, superintendents, school board members, and community influentials. In general, however, there are fewer respondents who think teachers are formal participants than think they should be. Thus participation is seen at a slightly lower level than is believed to be appropriate.

While formal participation is seen as appropriate for the above items, it is very clear that respondents see this involvement as consisting mainly of membership on committees charged with making recommendations. As Table 25 shows, the authority to establish policy is seen as being held by teachers for only two items. Consensus is not high even for these two. In general, much less authority to establish policy is seen than is perceived by the teachers themselves (Table 6), who chose the same two items as being those in which policy-making prerogatives have been granted them.

It will be seen in Table 26 that 10 of the 16 items appear in a list of activities in which no involvement whatever by teachers is perceived. Again in this table, considerable consensus exists only for the first two items listed. Indeed, the data show that principals, superintendents, and school board members perceive a total lack of involvement in fewer areas than do teachers (see Table 8). To phrase it the other way around, teachers see themselves as being totally uninvolved in more items than are so perceived by principals, superintendents, and school board members. Or, we can say that the latter groups see teachers as more involved than teachers consider themselves to be.

An interesting fact about these data is that more community influentials than any other category of respondents see teachers as being involved in few activities. This is consistent with our previous findings that community influentials think teachers have not been formally involved to any great extent in most of these activities, and that they regard little formal participation as appropriate.

Table 25

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS ARE SEEN AS HAVING AUTHORITY TO ESTABLISH POLICY BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Determining the schedule in the teacher's own room	33.3	50.0	100.0	0.0	33.3	100.0	20.0	25.0	60.0	50.0	25.0	75.0
Determining the method of instruction within the classroom	38.9	28.6	71.5	0.0	33.3	100.0	0.0	0.0	0.0	33.3	33.0	0.0

Table 26

EDUCATIONAL ACTIVITIES IN WHICH TEACHERS ARE NOT SEEN AS BEING INVOLVED BY PRINCIPALS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, AND COMMUNITY INFLUENTIALS

	Percentages of Respondents											
	Principals			Superintendents			School Board			Influentials		
ITEMS	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village	Mid-ville	River-view	Wood Village
Selection of new teachers	66.7	71.4	57.1	66.7	66.7	0.0	100.0	100.0	80.0	83.3	75.0	100.0
Determining means of financing school plant expansion	72.2	85.7	42.9	66.7	100.0	0.0	100.0	100.0	100.0	66.7	80.0	80.0
Developing school budgets	44.4	57.1	28.6	0.0	33.3	0.0	80.0	60.0	60.0	50.0	100.0	40.0
Room assignments	44.4	21.4	57.1	0.0	66.7	0.0	40.0	0.0	20.0	33.3	50.0	50.0
Assignment of children to classes, sections, teachers	44.4	14.3	28.6	0.0	33.3	0.0	40.0	0.0	60.0	33.3	50.0	60.0
Teaching assignments	38.9	35.7	28.6	33.3	33.3	0.0	40.0	0.0	0.0	0.0	50.0	60.0
Determining daily schedule for buildings in which they teach	16.7	0.0	28.6	0.0	33.3	0.0	60.0	0.0	0.0	0.0	50.0	25.0
Planning school plant expansion	16.7	50.0	28.6	0.0	0.0	0.0	20.0	20.0	25.0	16.7	100.0	20.0
Planning proposed new buildings and additions	11.1	57.1	28.6	0.0	0.0	0.0	0.0	20.0	40.0	16.7	100.0	40.0
Determining method of instruction within the classroom	5.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	33.3	50.0

Views of Teacher Participation at the Community Level

Normative Views of Community Participation

In terms of participation in community-wide activities in education and other areas of civic interest, what do our respondents consider appropriate or proper behavior for teachers? Data were gathered on three items related to education and six items dealing with other spheres of community life. In order to make comparisons easier, responses of teachers as well as other groups are included in the data presented bleow.

Table 27

PERCENTAGES OF RESPONDENTS IN ALL CATEGORIES SEEING FULL PARTICIPATION AS APPROPRIATE FOR TEACHERS IN SCHOOL-RELATED COMMUNITY AFFAIRS

	Percentages of Respondents				
ITEMS	Teachers	Principals	Superin-tendents	School Board	Influentials
School Budget Elections					
Midville	5.8	16.7	33.3	0.0	16.7
Riverview	7.9	14.3	0.0	0.0	0.0
Wood Village	12.9	0.0	0.0	0.0	0.0
School Bond Elections					
Midville	5.4	16.7	33.3	0.0	16.7
Riverview	7.1	14.3	0.0	0.0	0.0
Wood Village	12.0	0.0	0.0	0.0	0.0
Election of School Board Members					
Midville	8.7	5.6	0.0	0.0	16.7
Riverview	7.9	7.1	0.0	0.0	0.0
Wood Village	13.0	0.0	50.0	0.0	0.0

Table 27 gives the percentages of each category of respondents who consider full participation to be the appropriate behavior for teachers in three education-related matters. As was briefly said in Chapter 2, very few teachers consider their full participation as proper in these educational affairs at the community level. It is striking how their opinions correspond with those expressed by other respondents. There is some support for full participation among principals in Midville and Riverview and among superintendents in Midville. In general, however, there is scant support for full participation in any category, with none at all found among school board members and virtually none among community influentials. More detailed tabulations of the data than are presented in the table reveal

Table 28

PERCENTAGES OF RESPONDENTS IN ALL CATEGORIES SEEING FULL PARTICIPATION AS APPROPRIATE FOR TEACHERS IN COMMUNITY AFFAIRS OUTSIDE THE FIELD OF EDUCATION

ITEMS	Percentages of Respondents				
	Teachers	Principals	Superintendents	School Board	Influentials
City Budget Elections					
Midville	17.2	22.2	33.3	40.0	50.0
Riverview	12.8	50.0	33.3	0.0	33.3
Wood Village	18.0	14.3	0.0	0.0	33.3
City Bond Elections					
Midville	16.4	27.8	33.3	40.0	50.0
Riverview	12.8	50.0	33.3	0.0	16.7
Wood Village	19.2	14.3	0.0	0.0	33.3
Election of City Officials					
Midville	27.8	27.8	33.3	80.0	50.0
Riverview	13.7	35.7	33.3	0.0	33.3
Wood Village	17.0	42.9	0.0	20.0	50.0
Annexation Elections					
Midville	17.2	27.8	0.0	40.0	50.0
Riverview	16.4	50.0	33.3	0.0	16.7
Wood Village	17.4	14.3	0.0	0.0	33.3
Zoning Ordinances					
Midville	21.9	27.8	33.3	40.0	50.0
Riverview	17.3	57.1	33.3	16.7	16.7
Wood Village	21.2	14.3	0.0	0.0	50.0
Expansion of Recreational Facilities					
Midville	34.6	27.8	33.3	40.0	50.0
Riverview	23.6	57.1	33.3	16.7	16.7
Wood Village	29.0	57.1	0.0	20.0	50.0

that substantial majorities of school board members in all three communities believe that in these matters teachers should do no more than vote and express their preferences in private. They are supported in this stand by approximately one-half of the community influentials.

Comparable data for six community activities outside the field of education are given in Table 28. As observed in Chapter 2, many more teachers regard full participation as appropriate in non-educational questions than in educational ones. Table 28 shows that they are consistently supported in this position by principals and influentials but less so by superintendents and school board members. There is some variation by community; superintendents and school board members in Wood Village do not favor participation in these issues any more than they do in educational ones.

Table 29

INFLUENCE OF TEACHERS AS INDIVIDUALS IN DECISIONS MADE IN EDUCATION, AS SEEN BY ALL CATEGORIES OF RESPONDENTS

	Amount of Influence			
RESPONDENTS	Very much	Some	Very little	None at all
Midville				
Teachers	27.0	57.4	13.9	1.7
Principals	16.7	66.6	16.7	0.0
Superintendents	66.7	33.3	0.0	0.0
School Board	40.0	60.0	0.0	0.0
Influentials	16.7	83.3	0.0	0.0
Riverview				
Teachers	21.8	61.3	15.5	1.4
Principals	21.4	57.1	14.3	7.2
Superintendents	66.7	33.3	0.0	0.0
School Board	16.7	83.3	0.0	0.0
Influentials	16.7	50.0	33.3	0.0
Wood Village				
Teachers	23.4	52.1	22.4	2.1
Principals	28.6	71.4	0.0	0.0
Superintendents	0.0	100.0	0.0	0.0
School Board	20.0	40.0	40.0	0.0
Influentials	40.0	40.0	20.0	0.0

Perceptions of Teacher Influence

The extent to which respondents see teachers as being influential in community affairs was ascertained for individual teachers as well as teachers collectively. Questions were asked concerning influence in education and in "general community decisions." Table 29 shows how respondents assessed the influence of teachers as individuals in decision-making in education in their communities. The question as phrased called for a general reaction on the part of the respondents, for an assessment of the impact of individual teachers upon various kinds of educational decisions. At this level of generality, most respondents tended to attribute more influence to teachers than the data on specific items of decision-making we have examined previously would have us anticipate. Perhaps respondents are reluctant to say

Table 30

GROUP INFLUENCE OF TEACHERS IN DECISIONS MADE IN EDUCATION, AS SEEN BY ALL CATEGORIES OF RESPONDENTS

	Amount of Influence			
RESPONDENTS	Very much	Some	Very little	None at all
Midville				
Teachers	37.7	51.9	9.6	0.8
Principals	33.3	50.0	16.7	0.0
Superintendents	66.7	33.3	0.0	0.0
School Board	0.0	60.0	40.0	0.0
Influentials	16.7	66.6	16.7	0.0
Riverview				
Teachers	27.5	52.1	19.7	0.7
Principals	21.4	57.2	14.3	7.1
Superintendents	0.0	66.7	33.3	0.0
School Board	0.0	83.3	16.7	0.0
Influentials	16.7	33.3	50.0	0.0
Wood Village				
Teachers	31.2	57.0	8.6	3.2
Principals	42.9	57.1	0.0	0.0
Superintendents	100.0	0.0	0.0	0.0
School Board	60.0	40.0	0.0	0.0
Influentials	40.0	40.0	20.0	0.0

that teachers are not very influential in their own professional field, even if more specific types of questions lead us unavoidably to that conclusion. Evidence in partial support of this position is found in Table 29. It will be seen that a general question of this nature evokes a similar pattern of answers among respondents in all five categories. Less diversity of opinion is found than when specific decision-making activities were discussed in data we examined earlier.

Table 31

INFLUENCE OF TEACHERS AS INDIVIDUALS IN GENERAL COMMUNITY DECISIONS, AS SEEN BY ALL CATEGORIES OF RESPONDENTS

	Amount of Influence			
RESPONDENTS	Very much	Some	Very little	None at all
Midville				
Teachers	3.4	51.1	43.0	2.5
Principals	11.1	44.4	38.9	5.6
Superintendents	33.3	66.7	0.0	0.0
School Board	0.0	80.0	20.0	0.0
Influentials	16.7	66.6	16.7	0.0
Riverview				
Teachers	3.6	41.0	50.4	5.0
Principals	0.0	50.0	42.9	7.1
Superintendents	0.0	66.7	33.3	0.0
School Board	0.0	50.0	50.0	0.0
Influentials	0.0	50.0	50.0	0.0
Wood Village				
Teachers	5.4	35.5	53.7	5.4
Principals	0.0	71.4	28.6	0.0
Superintendents	0.0	100.0	0.0	0.0
School Board	0.0	80.0	0.0	20.0
Influentials	0.0	40.0	60.0	0.0

The same general question was asked about the influence of teachers "as a group" in educational decisions. Here our intention was to see how respondents assessed the combined influence of teachers as members of professional organizations at the local level and as a collectivity of professionals concerned with education. The data are given in Table 30. In general, larger percentages of respondents at-

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tribute "very much" influence to teachers as a group than to teachers individually. Interestingly, however, there is also the tendency for more respondents to choose the "very little" category for group influence. In any case, if the group influence of teachers in these communities is great, it is not consistently so perceived by the respondents. The slight tendency to attribute more influence to the group than to individuals may simply reflect a common belief in American society that group action is more effective than the actions of individuals.

Table 32

GROUP INFLUENCE OF TEACHERS IN GENERAL COMMUNITY DECISIONS, AS SEEN BY ALL CATEGORIES OF RESPONDENTS

	Amount of Influence			
RESPONDENTS	Very much	Some	Very little	None at all
Midville				
Teachers	3.8	50.4	39.9	5.9
Principals	11.1	55.6	33.3	0.0
Superintendents	0.0	100.0	0.0	0.0
School Board	0.0	40.0	20.0	40.0
Influentials	0.0	66.7	33.3	0.0
Riverview				
Teachers	4.3	37.9	51.4	6.4
Principals	14.3	35.7	42.9	7.1
Superintendents	0.0	0.0	100.0	0.0
School Board	0.0	16.7	66.6	16.7
Influentials	0.0	0.0	100.0	0.0
Wood Village				
Teachers	6.4	35.5	49.5	8.6
Principals	0.0	57.1	42.9	0.0
Superintendents	0.0	100.0	0.0	0.0
School Board	0.0	80.0	20.0	0.0
Influentials	0.0	20.0	80.0	0.0

The same types of questions were asked with regard to the individual and group influence of teachers in "general community decisions." Here we wanted to obtain a general assessment of teacher influence in community affairs of various kinds. Data on individual and group influence are shown in Tables 31 and 32, respectively. When asked about individual influence, respondents saw a considerably less influential role for teachers in general community decisions than in educational ones. This is obvious when we compare Tables 29 and 31. The same is true for the group influence of teachers, as we see in Tables 30 and 32. Unlike the situation in education, in general community decisions we do not find a tendency to attribute more influence to teachers as a group than to teachers individually.

In this chapter, we have examined the views of principals, superintendents, school board members, and community influentials concerning the social participation of teachers, and we have compared these perceptions with those of the teachers themselves. The final chapter discusses some of the implications of the data we have presented.

4

Some Generalizations and Implications

A summary of the purposes and procedures of the study and a detailed restatement of empirical findings are presented in Appendix A. In this chapter, we shall present generalizations that cut across specific empirical conclusions, and discuss some of the implications of the data gathered in this research.

The data presented in this report provide strong evidence that experiences and aspirations concerning social participation are quite limited for most teachers in three ways. First, they are limited in that teachers do not believe it is appropriate for them to participate widely in activities either in education or in other areas of community life. Second, they have not participated extensively in these activities. Third, teachers do not aspire toward a powerful role in decision-making in most educational questions, or, for that matter, in other spheres of community life. Their reports on personal experiences as decision-makers are consistent with their low aspirations, for their role in decision-making is quite limited in matters that extend beyond the borders of the individual classroom.

The rather low levels of participation we have identified in this research will perhaps be disturbing to those who hold high aspirations for teachers as social participants and as decision-makers. As mentioned in Chapter 1, for a number of years teachers and student teachers have been exhorted by their professional leadership to become active and influential citizens of their communities, in educational matters as well as in others. Our data show that these exhortations and other forms of encouragement of active teacher participation have had little effect on teacher behavior. Nor has the effort to enhance and broaden the teacher's decision-making roles produced significant behavioral changes in the direction desired.

Our findings, of course, do not provide the basis for reliable generalizations beyond the three communities studied. Although there is an abundance of literature of an ideological nature that encourages teacher involvement in education and elsewhere, there is a scarcity of empirical work that examines actual levels and types of social participation by teachers. The evidence that does exist, however, provides strong support for our findings. Zeigler, in a study of the political world of high school teachers, found their political role limited and their political orientation generally conservative.[1]

In a study directly concerned with the participation of teachers in school and professional affairs in an urban school district in Iowa, Anderson and Parker dealt with various dimensions of teacher involvement in educational affairs. Teachers, they discovered, make few suggestions for the improvement of educational practices or organizational procedures. When these researchers asked each teacher how many suggestions he had made during the previous year and how these suggestions had been channeled, they found that 93 per cent had made no suggestions directly to the superintendent or the school board, and 61 per cent had made none to their department head. When suggestion-making through group action was analyzed, it was found that 86 per cent had made no suggestions through the city-wide teachers' organization, and 56 per cent had made none through a committee of teachers representing the school.[2]

Teacher involvement in the important matter of innovation was also investigated by Anderson and Parker. They discovered that only one-third of the teachers where able to identify any innovations which had been made in their own school in the recent past. Another one-third were able to specify innovations that had taken place, but said that they had not been involved in them personally. Only 13 per cent stated that they had participated in planning an innovation before it had been instituted.[3]

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[1] Harmon Zeigler, *The Political World of the High School Teacher*. Eugene: Center for the Advanced Study of Educational Administration, University of Oregon, 1966.

[2] Theodore R. Anderson and James H. Parker, *The Participation of Teachers in School and Professional Affairs*. Iowa City: Iowa Urban Community Research Center and the Iowa Center for Research in School Administration, State University of Iowa, 1964, pp. 8-9.

Anderson and Parker also questioned teachers about their perceptions of the extent to which the advice they gave affected the decision-making process in education. Some three-fifths of the teachers believed their ideas and suggestions carried little weight in the decisions that were made.[4]

Other research as well as our own, therefore, reveals that teacher involvement in educational matters is at a low level, and it is lowest in activities that involve decision-making and policy formulation. Our data show that the teacher's own conception of the teacher role legitimizes social participation that is narrow in scope and at levels of decision-making below those at which policy formulation occurs. This is true of participation in activities outside the field of education as well as in their own professional domain. This situation is not without poignancy, for it is certain that in indoctrinating their students with the values of American society, one of the main goals of teachers is to emphasize the active participation of citizens as a necessary condition for the maintenance of democracy.

Why such limited participation exists, and why teacher participation is confined mainly to low levels of decision-making, are questions we cannot answer with data collected in this study. It is possible that many educational activities at the school and community levels are not attractive to teachers because the duties and constraints of the teaching job leave little time or opportunity for these wider concerns.

It is also quite likely that teachers regard their roles as constrained by the expectations of others. Evidence from this study does not indicate that the expectations of principals and superintendents are substantially more restrictive or limiting than the expectations of the teachers themselves. The teachers, however, may not know this. The views of school board members and community influentials are generally somewhat more conservative than those of educational administrators, but not to the point of implying the existence of severe constraining forces. Evidence from other research indicates that lay populations generally have normative views of the teacher's role that are neither unified nor overly restrictive.[5] It is entirely possible that many of the constraints teachers feel are based upon a false assessment of the views held by others.

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[3] *Ibid.*, p. 10.

[4] *Ibid.*, p. 19.

[5] John M. Foskett, *The Normative World of the Elementary School Teacher.* Eugene: Center for the Advanced Study of Educational Administration, University of Oregon, 1967, pp. 82, 85.

Teachers do feel constrained in their behavior by sanctions at the community level.[6] Their feeling constrained, however, does not adequately explain their low aspirations for participation, particularly their satisfaction with being involved in less than policy-making capacities. Our data show repeatedly and consistently that their aspirations for participation do not greatly exceed the perceptions teachers have of the actual levels and types of participation experienced by teachers in their communities. Furthermore, our data provide no evidence that most teachers are dissatisfied with their present roles as participants or decision-makers.

In interpreting the experiences and aspirations of teachers as social participants, it is important to note the consequences of sex-related variables. Studies have shown consistently that more men than women are oriented toward socio-political problems, and that men take a more active role than women in such matters.[7] On the basis of these findings, we would anticipate both a higher level of participation and greater aspirations for participation among male teachers. Our data, however, reveal that the differences between the sexes are not great. It does not appear, therefore, that the sex of the teacher is the crucial factor in participation patterns and aspirations. Rather, the situation is probably one in which involvement and expectations are profoundly affected by the fact that teachers of both sexes have attitudes and behavioral habits that are usually characteristic of women. This feminization of the professional role, referred to by Willard Waller several decades ago as "the assimilation of the teacher to the female character ideal,"[8] produces attitudes and behavior among men that are not markedly different from those of women. An occupation, as Waller noted, leaves "its stamp upon the person."[9] This feminization of the teacher role is, of course, strongly reinforced by the expectations of the public.

Whether or not the male teacher's attitudes and behavior concerning social participation are produced by his experiences in his profession is, of course, debatable. It may be that the choice of teaching as an occupation is most attractive to males with "feminine" dispositions toward participation. To whatever extent this is so, and to whatever extent the feminization occurs after entry into the profession, the consequences for participation patterns and aspirations are the same. Teachers on the job exhibit the characteristics noted, regardless of when or how they obtained them.

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[6] Zeigler, *op. cit.*, pp. 137-143. See also his *The Political Life of American Teachers.* Englewood Cliffs: Prentice-Hall, Inc., 1967, Ch. 5.

[7] Zeigler, *The Political World of the High School Teacher*, Ch. 1.

[8] Willard Waller, *The Sociology of Teaching*. New York: John Wiley and Sons, Inc., 1965, p. 50. This classic work was originally published in 1932.

[9] *Ibid.*, p. 376. The implications of feminization of the teaching role for political life are discussed by Zeigler in the first chapter of each of the two volumes by him cited above.

The factor of occupational prestige also may be significant. Numerous studies of the prestige ratings of occupations reveal that the teaching profession ranks neither very high nor very low in public esteem.[10] Members of high ranking occupations are most likely to be social participants, particularly in policy-making capacities. In teaching, however, the situation is quite different for men than for women. For women, teaching is a high prestige occupation, since most occupations of higher rank contain few women. The opposite is true for men, since the occupations higher in prestige than teaching are dominated by males. Thus male teachers may have self-conceptions and views of their social roles that tend to depress their levels of participation, while just the opposite may be true in the case of females. These influences may tend to raise the usual aspirations and participation rates of women while lowering those of men, resulting in the emergence of similar patterns for teachers of both sexes.

Our data on the effects of years of teaching experience and length of time in the community also lend credence to the thesis that the teaching role has a constraining and limiting effect upon participation. We discovered a very consistent pattern: the neophyte teacher has low aspirations for participation. During the next few years of teaching his aspirations rise, reaching a peak between his fourth and ninth year of experience. As his occupational socialization continues, he sees less participation at decision-making levels as appropriate.

The views of beginning teachers are readily subject to explanation. Teachers who are new to the job, and quite often to the community, tend to feel insecure and cautious. It is possible that once their initial insecurities are eased, their aspirations rise rapidly, only to decline later as experience leads to a new conception of their role in the school and community. As in any occupation, it takes years to learn the norms and the expectations of others, and to reconcile oneself to them.

Data in this study indicate that the types and levels of participation to which teachers aspire conform to their perceptions of what already exists. Their views are undoubtedly supported by the normative structure of the community; as we have seen, the views of administrators, school board members, and influentials are generally similar to those of teachers (although those of the last two groups are somewhat more conservative or restrictive). These observations lead us to conclude that teachers tend to accept the normative world of the community pretty much as they find it. They do not struggle to change it; rather, they adapt comfortably to it.

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[10] For a report of nationwide studies, see Robert W. Hodge, Paul M. Siegel, and Peter H. Rossi, "Occupational Prestige in the United States, 1925-63," *American Journal of Sociology*, LXX (November, 1964), pp. 286-302.

The relationship between what is considered appropriate and what actually exists is an interesting one. Not only teachers, but other categories of respondents as well, consistently tend to equate what is desirable with what they perceive as already being practiced in their communities. While actual participation of teachers is typically seen by our various categories of respondents as being at a somewhat lower level than is considered appropriate, the discrepancy between what is desirable and what already exists is not enormous. This leads us to suspect that accepted practice is the primary basis for conceptions of what is desirable or appropriate.

For most teachers, participation that is considered both appropriate and relevant, particularly at the level of policy-making, centers in the classroom. This predominant teacher concern with one's duties and prerogatives at the classroom level appears repeatedly in data on the appropriateness of participation, perceptions of participation by other teachers, and reports of personal involvement. In a sense, the teacher is somewhat isolated from the broad concerns of education, being preoccupied with matters revolving around teaching tasks. This finding is reinforced by data from the Anderson and Parker study cited earlier in this chapter. These researchers found that in performing their jobs, over one-third of their teacher sample consulted with no one else about their problems.[11]

When the teacher does interact with other professionals, the relationship is usually with the principal or assistant principal.[12] Teachers have more formal and informal contacts with the principal than with any other professional on the educational scene. If teachers make suggestions for improving procedures or practices, they usually make them to their principal. Interactions with persons in the central office, school board members, and persons in the wider community occur infrequently.[13]

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[11] Anderson and Parker, *op. cit.*, pp. 8-9.

[12] *Ibid.*, pp. 7-8. This is especially true for elementary teachers; Anderson and Parker found that high school teachers most frequently consulted with specialists.

In Chapter 1 we raised questions concerning the ideology of local, lay control of education, and we pointed out that recent movements in the field of education called for a strengthened and more militant role for teachers in decision-making. Our data reveal that this traditional ideology of local, lay control of education is not challenged either by teachers or any others among our respondents. Teachers are, in the main, content with their present roles. Principals, superintendents, school board members, and influentials also do not favor basic changes in teacher behavior.

We also mentioned in Chapter 1 that there has been a strong drive toward the professionalization of teaching in the United States during the past decade. Among other things, the concept of a profession implies that its members exercise control over the performance of occupational duties, play the dominant role in recruitment and selection of new members, and strongly influenced the nature and conditions of the environment in which they work. This study provides little support for a contention that increased or heightened professionalization is a strong motivation for most teachers in these communities. Aside from their concern for the immediate environment (the classroom) and specific duties (curriculum and schedule in one's own room), teachers show little interest in control of the larger environment, the selection of colleagues, or the general expansion of teacher participation in decision-making processes. The term "militant professional" does not fit the teachers in these communities.

We can, nonetheless, point to certain clues in our data concerning possibilities for changing attitudes and behavior. If one is interested in increasing teacher participation, enhancing professionalization, increasing militancy, or, for that matter, in encouraging any form of innovation, the chances are that he will be most successful if he directs his efforts toward teachers whose years of experience are few. These teachers are the most receptive to changes in role expectations and behavior.

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[13] *Ibid.*, pp. 8-9, 11-18.

Appendix A—Summary

Purposes and Procedures of the Study

This study has dealt with the social participation patterns of teachers in three Oregon communities. Data were collected from elementary, junior high, and high school teachers, and from principals and assistant principals, superintendents and assistant superintendents, school board members, and some of the highest ranking persons in the community power structures whom we term "influentials."

We have identified the normative expectations of these populations with regard to the social participation of teachers—that is, each population was surveyed concerning its views of the type and extent of social participation considered to be "appropriate" or "proper" for teachers. In order to compare the normative element with perceptions of reality, we gathered data on the views of the same populations concerning the actual participation patterns of teachers in their communities.

For all sample populations, questions concerning normative and actual behavior of teachers were focused on 16 items, each dealing with teacher participation in a particular type of educational activity. Another group of questions pertained to the teacher's role in nine types of activities at the community level; three of these referred to community-wide educational matters, while the remaining six were concerned with participation in other types of community affairs. A final set of questions assessed the influence of teachers both as individuals and as members of groups in educational matters as well as in general community decisions.

Restatement of Empirical Findings

Empirical findings are grouped in the following categories: (1) views of teachers concerning appropriate social participation of teachers in educational activities; (2) views of administrators, school board members, and community influentials concerning appropriate teacher participation in educational activities; (3) views of teachers concerning the actual participation experiences of teachers in educational activities; (4) views of administrators, school board members, and community influentials concerning the actual participation experiences of teachers in educational activities; (5) views of teachers concerning appropriate participation by teachers at the community level; (6) views of administrators, school board members, and community influentials concerning appropriate participation by teachers at the community level; (7) teacher assessments of teacher influence in community activities; (8) assessments by administrators, school board members, and community influentials of teacher influence in community activities; and (9) variations in teacher responses by sex, years of teaching experience, and level taught. When presenting the data drawn from principals, superintendents, school board members, and community influentials, we shall compare their responses with those of the teachers.

APPENDIX A-1

Views of Teachers Concerning Appropriate Participation in Educational Activities

1. When questioned concerning the appropriateness of participation in 16 types of decision-making activities in education, there was considerable agreement among teachers concerning the activities in which formal participation by teachers is considered appropriate.

2. Formal participation (defined as membership on committees charged with making recommendations, or being given the authority to establish policy) is regarded as appropriate by most teachers in all three communities in the following activities (listed in order of greatest consensus): (a) salary scheduling; (b) determining method of instruction within the classroom; (c) curriculum planning and development; (d) organization and content of curriculum; (e) determining the schedule in the teacher's own room; and (f) the selection of instructional supplies.

3. Thus teacher interest in formal participation is highest in matters pertaining to the economic welfare of teachers and to the curriculum. There is a preoccupation with those activities and decisions that occur within (or impinge directly upon) the teacher's own classroom. In addition to salary matters, the main concerns are working conditions, duties, and prerogatives at the classroom level; activities related to these matters are those in which formal participation is seen as most desirable.

4. While formal participation is seen as appropriate in all these activities, the authority to make policies is regarded as appropriate in but two: determining the schedule in the teacher's own room, and determining the method of instruction within the classroom. Even for these two items, consensus is not extremely high. Thus for most activities, teachers are content with participation in the form of membership on advice-giving committees.

5. Most teachers in all three communities regard formal participation as inappropriate in the following activities, listed in the order of greatest consensus: (a) selection of new teachers; (b) determining the means of financing school plant expansion; (c) room assignments; (d) developing school budgets; (e) assignment of children; (f) planning school plant expansion; (g) planning proposed new buildings; and (h) determining the daily schedule for the buildings in which they teach.

6. Teacher involvement of any kind, even to the extent of being asked informally for advice, is seen as inappropriate in two activities: determining the daily schedule for the buildings in which they teach, and determining the means of financing school plant expansion.

7. Responses by teachers concerning these matters, as well as others examined in this study, are strikingly similar from one community to another.

APPENDIX A-2

Views of Administrators, School Board Members, and Community Influentials Concerning Appropriate Teacher Participation in Educational Activities

1. The activities in which principals, superintendents, school board members, and community influentials consider formal participation by teachers to be appropriate are generally the same as those chosen by teachers.

2. However, majorities of these respondents select fewer areas as appropriate than teachers do; only in the case of two items—curriculum planning and development, and determining the method of instruction within the classroom—is there majority agreement by these respondents in all three communities that formal participation by teachers is appropriate.

3. There is less consensus among these respondents concerning the activities in which teachers should participate formally, with variations in responses being especially characteristic of school board members and influentials.

4. School board members and influentials see formal participation by teachers to be appropriate in fewer activities than do teachers, while principals and superintendents have at least as permissive an attitude as the teachers themselves do.

5. When activities bear upon the traditional prerogatives of administrators and school board members, support for teacher participation in these activities decreases sharply.

6. As do teachers, these respondents favor teacher participation most frequently in activities which deal with economic welfare, the curriculum, and the activities of the individual classroom.

7. There is relatively little disposition among these respondents to grant policy-making prerogatives (that is, the authority to establish policy) to teachers. The same two areas were selected as those chosen by teachers (determining the schedule in the teacher's own room, and determining the method of instruction in the classroom), but consensus was not high concerning these items.

8. A total lack of involvement by teachers is seen as appropriate for more items than in the case of teacher respondents. Consensus levels are, however, generally low and inconsistent. Again, principals and superintendents are more permissive than school board members and influentials.

APPENDIX A-3

Views of Teachers Concerning the Actual Participation Experiences of Teachers in Educational Activities

1. When asked to indicate the extent to which teachers in their community had been involved in various activities, the majority of respondents stated that teachers have participated formally in pre-

cisely the same activities which they select as being appropriate areas for participation.

2. However, somewhat fewer respondents believe formal participation has occurred in these activities than deemed it appropriate.

3. Formal participation is seen as largely limited to membership on committees charged with making recommendations. Respondents see the teacher as having policy-making authority only with regard to determining the method of instruction within the classroom and determining one's room schedule.

4. These are the same two policy-making decisions teachers consider it appropriate for them to make.

5. Respondents believe teachers have participated formally in fewer activities than they deem appropriate. That is, they list more activities as appropriate than they do activities in which they believe teachers have participated.

6. Similarly, respondents see a total lack of involvement in more areas than they consider appropriate.

7. When the individual respondent was asked about his *own* personal involvement in educational activities, the level of involvement decreases considerably from that attributed to teachers in the community. In other words, the individual teacher thinks other teachers have participated more in these activities than he has himself. Tabulations of individual responses show that this conclusion is incorrect. Reports of personal involvement, therefore, reveal a lower rate of participation than is perceived by teachers when they generalize about participation of teachers in their communities.

8. Most teachers report that their formal participation has been limited to their own classroom and the curriculum.

9. The majority of teachers indicate they have been given authority to establish policy with regard to the method of instruction and the schedule in the classroom.

10. In reporting their own formal participation, the majority of respondents in all three communities indicate no participation experience in 12 of the 16 activities.

11. When asked to indicate activities in which no personal involvement at all had been experienced, 11 items were listed in one community, 9 in another, and 7 in the third. While most of these activities are those in which teachers expressed little interest in participation, one of them is salary scheduling, the favorite area for participation.

APPENDIX A-4

Views of Administrators, School Board Members, and Community Influentials Concerning the Actual Participation Experiences of Teachers in Educational Activities

1. In reporting activities in which they believe teachers have formally participated, these respondents list the same activities as do teachers. In general, however, they list fewer items, and consensus is not extremely high.

2. There are variations in response patterns. Superintendents view teachers as having been more involved than the teachers themselves believe they have been. The perceptions of principals are strikingly similar to those of the teachers. On the other hand, school board members and (especially) influentials report less formal participation as having occurred.

3. As in the case of teachers, formal participation is seen as taking place in those activities chosen by the respondents as those in which participation is believed appropriate. Participation is seen as having occurred at a slightly lower level than is considered appropriate.

4. Authority to establish policy is viewed as having been granted to teachers for the same two activities listed by teachers, but at a lower level of consensus. That is, policy-making authority is seen by proportionately fewer of these categories of respondents than of teacher respondents.

5. These respondents see a total lack of involvement in fewer activities than is seen by teachers.

6. Community influentials see teachers as less involved than do other categories of respondents.

APPENDIX A-5

Views of Teachers Concerning Appropriate Participation by Teachers at the Community Level

1. When asked about appropriate action by teachers in community-wide educational matters, only a small proportion of teachers indicated that full participation is appropriate.

2. Somewhat larger proportions of respondents favored full participation of teachers in community matters outside the field of education. Thus more teachers favor full participation in non-educational matters

than in educational ones. However, full participation in community activities is not considered as appropriate for teachers in any area of community activity by any substantial number of respondents.

3. Of the community activities included in the study, teachers believe it most appropriate for them to participate in matters pertaining to recreation.

APPENDIX A-6

Views of Administrators, School Board Members, and Community Influentials Concerning Appropriate Participation by Teachers at the Community Level

1. These respondents give little support to the idea of full participation by teachers in community-wide activities, regardless of type of issue.

2. Full participation is supported least by school board members and community influentials.

3. As did teachers, principals and influentials regarded full participation by teachers in other fields as being more appropriate than in education. School board members and superintendents, on the other hand, are no more in favor of full participation in educational matters than in others.

APPENDIX A-7

Teacher Assessments of Teacher Influence in Community Activities

1. When asked to assess the influence of teachers as individuals in decision-making in educational affairs in their communities, a fairly important role was seen for teachers, despite the fact that most respondents perceive teachers as having "some" rather than "very much" influence.

2. Somewhat larger proportions of respondents attribute influence to teachers "as a group" than to teachers as individuals.

3. Assessments of the roles of teachers in "general community decisions" indicated that teachers see themselves as being far less influential in such decisions than they are in educational ones.

4. Unlike in education, in general community decisions teachers are seen as being no more influential collectively than individually.

APPENDIX A-8

Assessments of Teacher Influence in Commmunity Activities by Administrators, School Board Members, and Community Influentials

1. As did teachers, these respondents attributed fairly influential roles to teachers as individuals in educational decisions in their communities.

2. More influence in educational decisions for teachers as a group is seen than for teachers individually. However, substantial numbers of respondents see "very little" influence for teachers as a group.

3. Respondents view teacher influence as considerably less in general community decisions than in educational ones.

4. In contrast with educational decisions, in the case of general community decisions respondents attribute no more influence to teachers as a group than to teachers individually.

APPENDIX A-9

Variations in Teacher Responses, by Sex, Years of Teaching Experience, and Level Taught

1. Contrary to expectations derived from the literature on social participation, the proportion of male teachers who favor full participation for teachers in educational decisions is not much greater than for female teachers.

2. However, more women than men are content with minimum participation in educational decisions.

3. In most community affairs outside the field of education, slightly larger proportions of men than women favor maximum participation.

4. Again, more women are satisfied with minimum participation in community decisions unrelated to education.

5. More respondents of both sexes favor full participation in non-educational than in educational decisions.

6. Full participation in educational decisions is favored least by teachers with less than one year of teaching experience and by those with 20 years or more of teaching experience.

7. Full participation is favored most frequently by teachers with four to nine years of teaching experience.

8. The same patterns reported in 6 and 7 (above) prevail with regard to community decisions in fields other than education.

9. Data on years of teaching in one's present community yield the same findings as data on total years of teaching experience.

10. Contrary to expectations, high school teachers are not more favorable to maximum participation in educational decisions than are other teachers. For two of three items, larger percentages of junior high teachers than high school teachers advocated full participation.

11. Elementary teachers most frequently favor minimum participation, reflecting female predominance among teachers in elementary schools.

12. For all six community decision-making activities outside the field of education, junior high teachers rank first in advocating full participation, with high school teachers ranking second, and with the elementary teachers being least in favor of full participation.

13. For these types of activities also, elementary teachers lead in advocating minimum participation.